THE BUREAU OF PUBLIC SERVICE REFORM (BPSR)

STAKEHOLDERS PERCEPTION SURVEY ON THE IMPLEMENTATION OF PUBLIC SERVICE REFORMS IN NIGERIA

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ABBREVIATIONS AND ACRONYMS

BPP	Bureau of Public Procurement
BPSR	Bureau of Public Service Reform
CBN	Central Bank of Nigeria
Eos	Executive Orders
ERGP	Economic Recovery and Growth Plan
FG	Federal Government
FGD	Focus Group Discussion
FGN	Federal Government of Nigeria
FMOF	Federal Ministry of Finance
GIFMIS	Government Integrated Financial and Management Information System
HRM	Human Resource Management
IPSAS	International Public Sector Accounting Standards
IPPIS	Integrated Payroll and Personnel Information System
KPI	Key Performance Indicators
KI	Key Informant
MDAs	Ministries, Departments and Agencies
OAGF	Office of Accountant General of the Federation
OECD	Organisation for Economic Co-operation and Development
PerS	Perception Survey
PFM	Public Finance Management
PS	Public Service
PSts	Public Servants
PSR	Public Service Reform
PSRI	Public Service Reform Initiatives
SF	Stakeholders' Forum
TSA	Treasury Single Account
QS	Questionnaire Schedule

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Foreword

Public service reform is a cornerstone of good governance, economic growth, and sustainable development. In Nigeria, successive governments have launched reform programs aimed at transforming the public sector into a more efficient, transparent, and accountable institution capable of meeting the needs of citizens and driving national progress.

Despite these efforts, the effectiveness of reform initiatives often depends not only on policy design but also on the perceptions and experiences of those directly and indirectly involved—public servants, policymakers, civil society, and the broader public. Understanding these perceptions is crucial in assessing the impact of reforms, identifying gaps, and charting a path toward more inclusive and effective governance.

This report, *"Stakeholders' Perception on the Implementation of Public Service Reforms in Nigeria,"* provides a comprehensive analysis of how stakeholders view the reform process—its achievements, challenges, and areas requiring further attention. It offers valuable insights that can guide policymakers, reform advocates, and development partners in refining strategies and fostering deeper stakeholder engagement.

I commend the authors and contributors for undertaking this important study and shedding light on a critical aspect of public sector transformation. It is my hope that the findings and recommendations contained in this report will serve as a catalyst for more responsive and impactful reforms, and that they will inspire renewed commitment to building a public service that truly serves the people of Nigeria.

Dr. Dasuki I Arabi
Director General

Preface

Public service reform remains a critical component in the quest for effective governance, transparency, and national development in Nigeria. Over the years, various reform initiatives have been introduced to enhance efficiency, accountability, and responsiveness within the public sector. However, the success and sustainability of these reforms depend significantly on the perceptions, experiences, and engagement of key stakeholders involved in or affected by their implementation.

This report, *"Stakeholders' Perception on the Implementation of Public Service Reforms in Nigeria,"* presents the findings of a study aimed at understanding how different stakeholders—ranging from public servants and policy makers to civil society actors and the general public—view the progress, challenges, and outcomes of public service reforms in the country. It seeks to capture both the achievements and the gaps in implementation, offering valuable insights into how reforms are experienced on the ground.

By bringing together a range of perspectives, this report hopes to contribute meaningfully to the ongoing discourse on public sector transformation in Nigeria. It is our expectation that the insights shared herein will inform future policy directions, foster greater stakeholder inclusion, and ultimately support the creation of a more transparent, efficient, and citizen-centered public service.

We are grateful to all participants and contributors whose voices and experiences have shaped this study. Their input underscores the importance of inclusive governance and the need for continuous dialogue in the pursuit of meaningful reform.

Dr. Dasuki I Arabi
Director General

Acknowledgement

This report, *"Stakeholders' Perception on the Implementation of Public Service Reforms in Nigeria,"* is the product of collective effort, collaboration, and valuable contributions from a wide range of individuals and institutions.

We express our profound gratitude to all the stakeholders who participated in this study— public servants, policymakers, civil society representatives, academics, and members of the general public—whose honest perspectives and experiences formed the foundation of this research. Your willingness to share your insights has added depth and relevance to our findings.

Special thanks go to our research team for their dedication to data collection, analysis, and reporting. Their commitment to excellence ensured the integrity and clarity of this work.

We also acknowledge the support of BPSR management for their technical, logistical, or financial assistance throughout the course of this project. Your contributions were instrumental in making this report a reality.

Finally, we thank our reviewers and advisors for their constructive feedback and guidance, which greatly enriched the quality and scope of this report.

To all who contributed in one way or another, we extend our sincere appreciation.

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EXECUTIVE SUMMARY

This report presents the findings from the Stakeholders Perception Survey on the Implementation of Public Service Reforms in Nigeria, conducted by the Bureau of Public Service Reforms (BPSR). Established in 2004, the BPSR was tasked by the Nigerian Federal Government to drive public service reforms across Ministries, Departments, and Agencies (MDAs), with the goal of building a responsive, efficient, and citizen-oriented public sector. The perception survey, a critical aspect of this effort, assesses how BPSR's reform initiatives are understood, accepted, and perceived by various stakeholders, including public servants, government officials, civil society organizations, and the general public.

Objectives of the Survey

The Stakeholders Perception Survey was designed to evaluate the level of awareness, understanding, and perception of BPSR's public service reforms. Specific objectives included:

• Assessing stakeholders' knowledge and awareness of the reform initiatives;

• Identifying challenges and barriers stakeholders face in adapting to or implementing the reforms;

• Gathering feedback on the communication and engagement strategies employed by BPSR to support the reform process;

• Evaluating stakeholder trust and confidence in the public sector's transparency, accountability, and effectiveness;

• Providing insights to inform future reform initiatives and enhance stakeholder engagement.

Methodology

The Stakeholders Perception Survey on Public Service Reforms by the Bureau of Public Service Reforms (BPSR) employed a mixed-methods approach, integrating both qualitative and quantitative data collection techniques to ensure a comprehensive analysis.

Survey Design & Sampling

• A structured survey with questionnaires and semi-structured interviews was used to assess stakeholders' awareness, satisfaction, and challenges with the reforms. A purposive sampling method targeted 800 participants across government agencies, civil society, the private sector, and the media to ensure diverse perspectives.

Data Collection & Analysis

•   Primary data was gathered through questionnaires and interviews, while secondary data was obtained from reports and previous reform studies. The analysis involved descriptive statistics for quantitative data and thematic analysis for qualitative responses.

Validation & Ethical Considerations

•   A validation workshop was conducted to review preliminary findings, ensuring accuracy and stakeholder alignment. Ethical guidelines, including informed consent and data confidentiality, were strictly followed to maintain research integrity.

•   This robust methodology ensures reliable, actionable insights that will guide the refinement and sustainability of public service reforms in Nigeria.

SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS

NSPSR PILLAR 1: ENABLING GOVERNANCE AND INSTITUTIONAL ENVIRONMENT OF THE PUBLIC SECTOR IN NIGERIA

8 Principles of GOOD GOVERNANCE
What is "Good Governance"?

Participation · Rule of Law · Transparency · Responsiveness · Consensus Oriented · Equity and Inclusiveness · Effectiveness and Efficiency · Accountability

Key Findings:

1. **Integrity and Ethical Standards:** Public institutions are generally perceived positively, but ethical compliance is moderate, with concerns about inconsistencies.

2. **Access to Information and Accountability:** Access is moderately effective, though weak enforcement of accountability remains a concern.

3. **Public Service Delivery and Institutional Efficiency:** Service delivery is effective but affected by inefficiencies, resource allocation challenges, and regional disparities.

4. **Regulatory Compliance and Effectiveness:** Regulations are generally clear, but complexity and inconsistencies hinder effectiveness.

5. **Public Trust and Institutional Reliability:** Trust in institutions is moderate, with concerns about inefficiency, corruption, and lack of transparency.

6. **Policy Implementation and Government Programs:** Implementation is moderately effective but hampered by inefficiencies, miscommunication, and resource constraints.

7. **Corruption Control and Frequency:** Anti-corruption measures are seen as inadequate, with corruption perceived as frequent.

8. **Stakeholder Engagement and Public Consultations:** Engagement is viewed positively by some but lacks inclusivity, with limited consultation effectiveness.

Key Recommendations:

1. **Strengthen Integrity & Ethical Standards:** Reinforce accountability, transparency, ethical governance, and standardized ethical guidelines.

2. **Improve Access to Information & Accountability:** Enhance digital platforms, simplify processes, and strengthen oversight through audits and training.

3. **Enhance Public Service Delivery & Efficiency:** Streamline processes, reduce delays, upgrade infrastructure, and improve staff training.

4. **Simplify Regulations & Strengthen Compliance:** Make policies more accessible, provide compliance training, and enforce standardized guidelines.

5. **Rebuild Public Trust & Institutional Reliability:** Increase transparency, strengthen oversight, and engage the public in decision-making.

6. **Ensure Effective Policy Implementation:** Standardize policies, improve training, enhance oversight, and improve interdepartmental coordination.

7. **Strengthen Anti-Corruption Measures:** Enforce stricter penalties, improve independent oversight, and enhance transparency in budgeting and procurement.

8. **Enhance Stakeholder Engagement & Public Consultations:** Expand outreach to marginalized communities, diversify consultation methods, and ensure stakeholder input influences policy.

## NSPSR PILLAR 2: ENABLING SOCIO-ECONOMIC ENVIRONMENT
Key Findings:
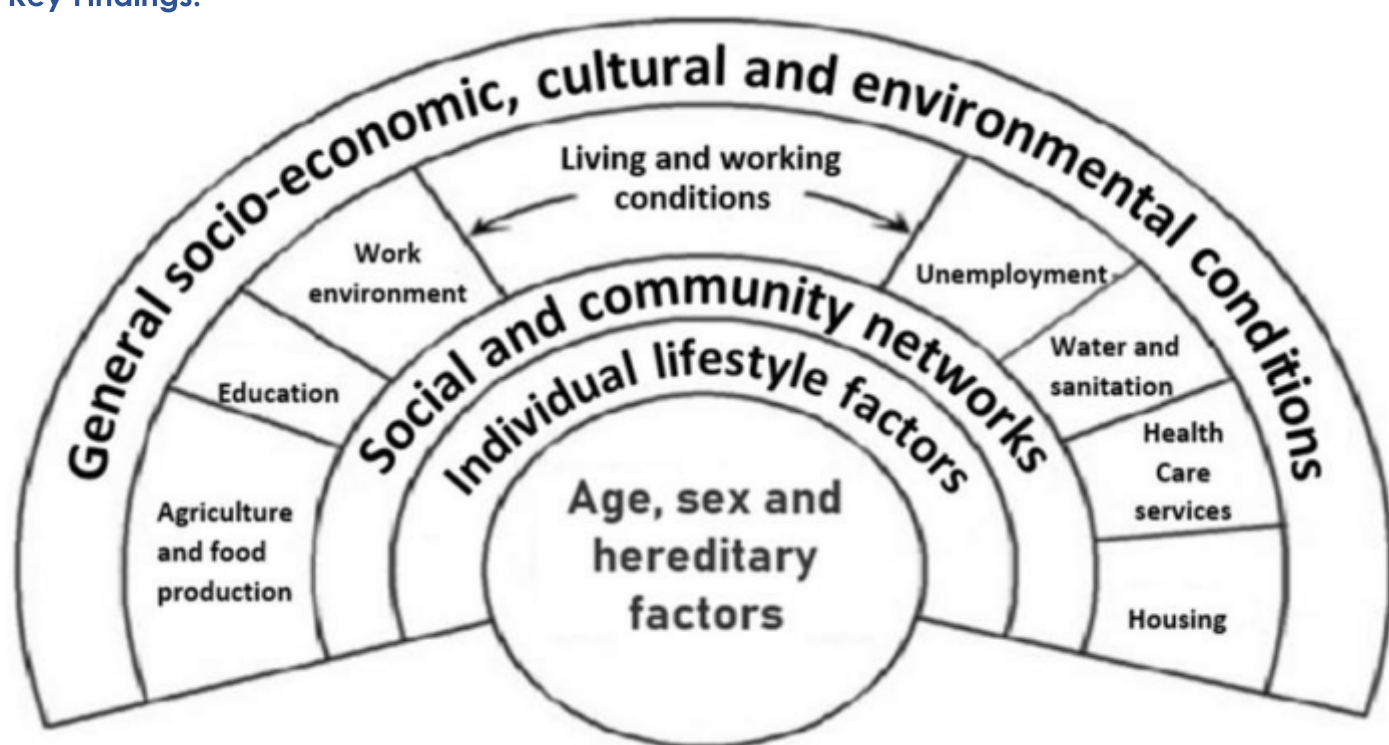
1. **Inclusive Economic Growth:** Many vulnerable groups remain excluded from economic benefits.

2. **Government Policies for Economic Growth:** Policies show gaps between intentions and outcomes.

3. **Poverty Reduction Strategies:** Policies have not effectively reduced poverty, especially for vulnerable groups.

4. **Resource Allocation:** Funding for poverty reduction is inefficient and lacks impact.

5. **Institutional Effectiveness:** Weak coordination and lack of inclusivity hinder development efforts.

6. **Citizen Participation:** Corruption and lack of transparency limit public involvement in decision-making.

7. **Public Service Accessibility:** Services are difficult to access, especially for marginalized communities.

8. **Women's Participation:** Women remain underrepresented in decision-making roles.

9. **Services for Persons with Disabilities & Older Persons:** Services are largely inaccessible to these groups.

10. **Transparency in Public Decision-Making:** Opaque decision-making processes reduce trust in governance.

11. **Economic Opportunities:** Job creation and financial access are inadequate, especially for vulnerable groups.

12. **Social Protection Programs:** Programs exist but are moderately effective and lack accessibility.

Recommendations:

1. **Inclusive Growth:** Target vulnerable groups with financial support, improve market access, and enhance education and healthcare.

2. **Policy Effectiveness:** Strengthen coordination, remove regulatory barriers, and promote public-private partnerships.

3. **Poverty Reduction:** Focus on sustainable economic empowerment and increase transparency in initiatives.

4. **Resource Allocation:** Use data-driven funding, streamline bureaucracy, and invest in long-term solutions.

5. **Institutional Strengthening:** Improve coordination, inclusivity, and accountability.

6. **Citizen Engagement:** Enhance public accessibility, increase consultations, and strengthen anti-corruption efforts.

7. **Public Services:** Expand service centers, integrate digital platforms, and lower costs.

8. **Women's Representation:** Implement leadership programs, gender quotas, and inclusive policies.

9. **Disability & Elderly Services:** Improve accessibility, tailor services to their needs, and coordinate agency efforts.

10. **Transparency in Governance:** Adopt participatory budgeting, digital consultations, and better communication.

11. **Economic Opportunities:** Support SMEs, enhance vocational training, and improve financial inclusion.

12. **Social Protection:** Expand program coverage, simplify processes, and improve monitoring for efficiency.

NSPSR PILLAR 3: PUBLIC FINANCIAL MANAGEMENT REFORM
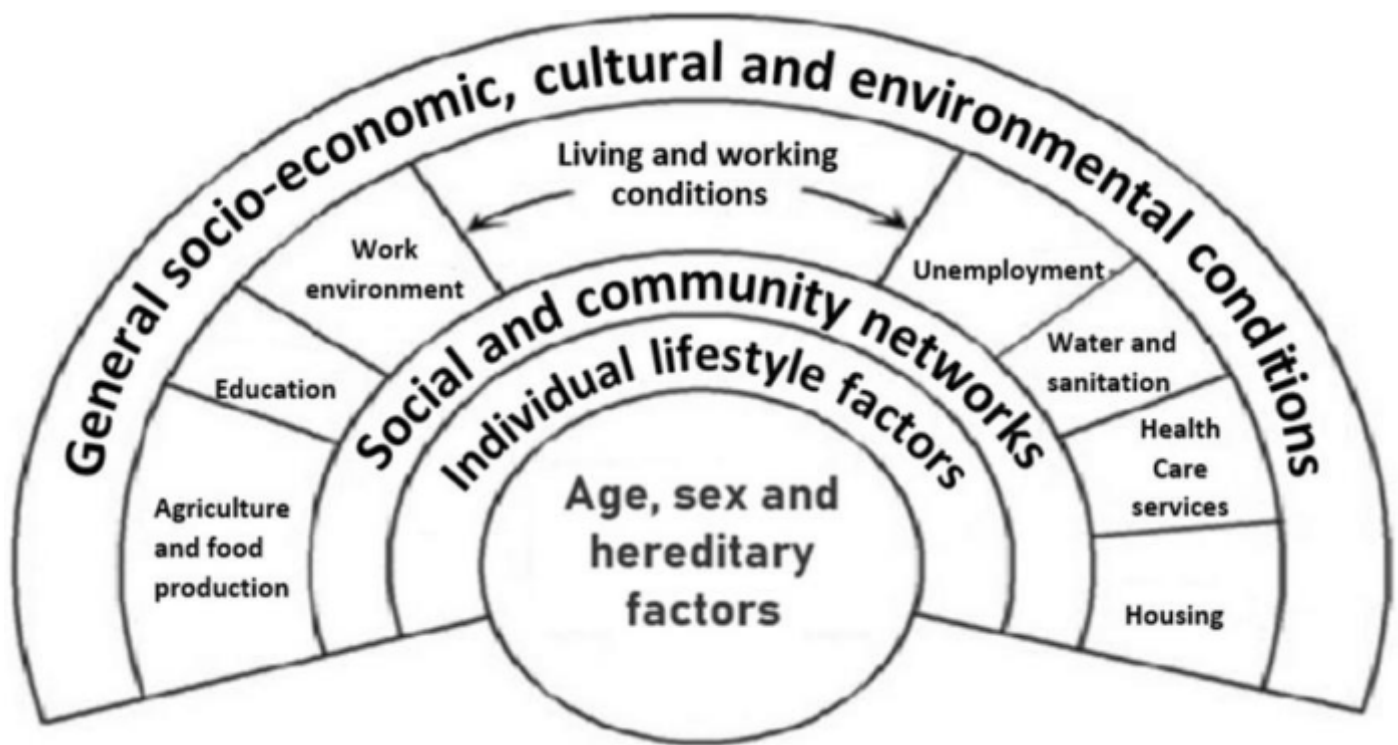
Key Findings:

1. **Resource Allocation Efficiency:** Allocation is somewhat effective but lacks transparency, leading to inequitable distribution.

2. **Fiscal Discipline:** Budget controls are weak, with concerns over transparency and accountability.

3. **Value for Money in Public Expenditure:** Spending lacks efficiency and does not consistently deliver expected benefits.

4. **Financial Transparency:** Limited public access to financial information reduces trust.

5. **Disclosure Practices:** Financial disclosures are inconsistent and difficult for the public to access.

6. **Public Service Accountability:** Officials are not consistently held accountable for financial mismanagement.

7. **Effectiveness of Accountability Measures:** Accountability frameworks are weak and inconsistently applied.

8. **Timeliness of Financial Reporting:** Reports are often delayed, affecting decision-making and public trust.

9. **Accuracy and Comprehensiveness of Reports:** Reports lack detail and clarity, making them difficult to interpret.

10. **Budget Execution:** Execution is inconsistent, with cases of fund mismanagement.

11. **Alignment of Expenditures with Budget:** Spending does not always match the approved budget, leading to inefficiencies.

12. **Internal Controls and Audit Systems:** Controls are unreliable in detecting financial mismanagement.

13. **Effectiveness of Internal and External Audits:** Audits are generally effective but lack thoroughness in detecting irregularities.

14. **Stakeholder Engagement:** Public participation in financial management is inconsistent.

15. **Responsiveness to Stakeholder Feedback:** Stakeholders feel their feedback is not adequately considered.

16. **Capacity Building for Public Officials:** Training is inconsistent, and some officials lack financial management skills.

17. **Effectiveness of Capacity-Building Programs:** Programs have value but need better design, accessibility, and long-term impact.

Recommendations:

1. **Improve Resource Allocation:** Enhance transparency, adopt data-driven allocation, and engage stakeholders.

2. **Strengthen Fiscal Discipline:** Implement stricter oversight, data-driven budgeting, and accountability measures.

3. **Ensure Value for Money:** Adopt outcome-based budgeting, conduct audits, and optimize processes.

4. **Enhance Financial Transparency:** Publish reports, simplify data, and use digital platforms for real-time tracking.

5. **Improve Disclosure Practices:** Increase reporting frequency, simplify formats, and involve the public.

6. **Enforce Accountability:** Strengthen audits, impose penalties, and protect whistleblowers.

7. **Strengthen Accountability Measures:** Conduct real-time audits, set clear penalties, and encourage public oversight.

8. **Ensure Timely Financial Reporting:** Automate reporting, set deadlines, and communicate delays transparently.

9. **Improve Report Accuracy:** Strengthen data validation, improve presentation, and expand key indicators.

10. **Enhance Budget Execution:** Increase monitoring, improve transparency, and train budget managers.

11. **Align Spending with Budgets:** Track spending in real-time, improve forecasting, and conduct regular audits.

12. **Strengthen Internal Controls:** Invest in real-time tracking, enforce accountability, and enhance whistleblower protections.

13. **Improve Audit Effectiveness:** Expand audit scope, use advanced tools, and ensure auditor independence.

14. **Increase Stakeholder Engagement:** Strengthen communication, enhance transparency, and include marginalized groups.

15. **Enhance Responsiveness to Feedback:** Acknowledge public input, train officials in responsiveness, and monitor feedback effectiveness.

16. **Expand Capacity Building:** Provide regular training, increase funding, and use online learning tools.

17. **Optimize Training Programs:** Tailor programs to roles, improve accessibility, and implement ongoing assessments.

NSPSR PILLAR 4: CIVIL SERVICE ADMINISTRATION REFORM

Key Findings:
1. **Efficiency in Service Delivery:** Bureaucratic delays and inconsistent service quality hinder efficiency.

2. **Resource Utilization:** Resource allocation is moderately effective but faces inefficiencies and accountability concerns.

3. **Productivity:** Bureaucratic inefficiencies and resource constraints limit productivity.

4. **Civil Service Performance:** Employee effectiveness varies, with issues in motivation and professionalism.

5. **Integrity in Public Service:** Inefficiencies and slow responsiveness affect service delivery.

Corruption Perception: Corruption is a major concern, undermining trust.
6. **Citizen-Centered Approach:** Many citizens feel underserved due to inefficiencies.

7. **Responsiveness to Public Inquiries:** Slow and inconsistent responses damage public trust.

8. **Policy Implementation Capacity:** Delays, mismanagement, and inefficiencies impact policy execution.

9. **Alignment with Government Priorities:** Poor coordination causes misalignment with national goals.

10. **Transparency:** Limited public access to government information raises trust concerns.

11. **Civil Service Accountability:** Oversight mechanisms exist but are inconsistently enforced.

Service Quality: Bureaucratic hurdles lead to service inconsistencies.
12. **Service Accessibility:** Rural and vulnerable groups face barriers to accessing services.

13. **Innovation & Adaptability:** Adoption of technology is moderate, with slow modernization.

14. **Change Management:** The civil service struggles to adapt quickly to changes.

15. **Professional Development:** Training programs exist but need improvements in content and accessibility.

Skill Development: Competency gaps affect efficiency.
Stakeholder Engagement: Efforts exist but are inconsistent.
16. **Inclusiveness in Decision-Making:** Participation is limited, affecting transparency.

Public Trust: Corruption and inefficiency reduce institutional reliability.
17. **Policy Implementation:** Miscommunication and inefficiencies hinder success.

Corruption Control: Anti-corruption measures are weakly enforced.
Public Consultations: Engagement is positive, but inclusivity is lacking.

Recommendations:

1. **Enhance Efficiency:** Streamline processes, adopt technology, and improve accountability.

2. **Optimize Resource Use:** Strengthen oversight, improve budget planning, and ensure transparency.

3. **Boost Productivity:** Address bureaucratic inefficiencies and improve resource management.

4. **Improve Employee Performance:** Introduce performance incentives and training programs.

5. **Enhance Service Integrity:** Improve feedback mechanisms and service processes.

6. **Combat Corruption:** Strengthen enforcement, transparency, and whistleblower protection.

7. **Increase Citizen Engagement:** Improve accessibility and efficiency of services.

8. **Improve Responsiveness:** Establish clear response timelines and customer service training.

9. **Strengthen Policy Execution:** Improve planning, coordination, and staff training.

10. **Align with Government Goals:** Enhance strategic planning and resource allocation.

11. **Improve Transparency:** Publish key government documents and promote open data.

12. **Enforce Accountability:** Strengthen oversight, enforce disciplinary actions, and ensure transparency.

13. **Improve Service Quality:** Train staff and integrate technology for better service delivery.

14. **Expand Service Access:** Utilize digital platforms and enhance outreach to underserved communities.

15. **Encourage Innovation:** Invest in AI, automation, and partnerships with private and academic sectors.

16. **Enhance Change Management:** Provide training and use data analytics for proactive decision-making.

17. **Upgrade Training Programs:** Tailor training to roles, use digital learning, and improve evaluation.

18. **Strengthen Skill Development:** Conduct regular skills assessments and expand professional development.

19. **Improve Stakeholder Engagement:** Enhance digital communication and feedback mechanisms.

20. **Ensure Inclusive Decision-Making:** Involve diverse stakeholders and use technology for inclusivity.

21. **Build Public Trust:** Strengthen transparency, oversight, and public engagement.

22. **Improve Policy Execution:** Standardize processes and enhance coordination.

23. **Strengthen Anti-Corruption Efforts:** Enforce penalties, establish independent oversight, and ensure budget transparency.

24. **Expand Public Consultations:** Increase outreach to marginalized groups and diversify consultation methods.